



# Communic<sup>i</sup>que<sup>INS</sup>

Volume 20, Number 10

October 1997

*Communicating  
in the Field*

**SPECIAL INSERT:** INS' National Records  
Training Program

## Deputy Commissioner Leaves INS

### CITING ACCOMPLISHMENTS AND GOALS ATTAINED

Saying that she is seeking more time to spend with her family and looking to continue to grow professionally, Chris Sale left the Service



effective September 12, having served as INS' Deputy Commissioner for the past four-and-a-half years, and in a variety of other positions including acting commissioner. She was also the Service's first executive associate commissioner for Management, being appointed to that position in 1991, and serving until she became acting commissioner in December 1993.

After leaving INS, Sale said, she will stay in Washington, DC, becoming the

chief operating officer for the Small Business Administration.

The point she made most strongly before her departure was that INS has accomplished a great deal over the past five years, and that the Service deserves to look proudly toward the future in carrying out its immigration responsibilities.

"I'm enormously satisfied [with what we have accomplished]," she said before she left INS. "When I arrived there were 18,000 employees. Now we're getting close to 27,000. And we have improved everything about how [personnel-related] work gets done, so that it is more timely and that every standard gets sustained."

She also cited INS' improved financial management system and a Service-wide training program that is "not just for the basic employees, but for supervisors and managers" as evidence that the agency has taken major steps toward improving large programmatic areas.

In addition, Sale stressed that despite the increased scrutiny INS has been under over the past two years, the goal right now should be to look at what the Service is doing correctly, and not simply at "organization and

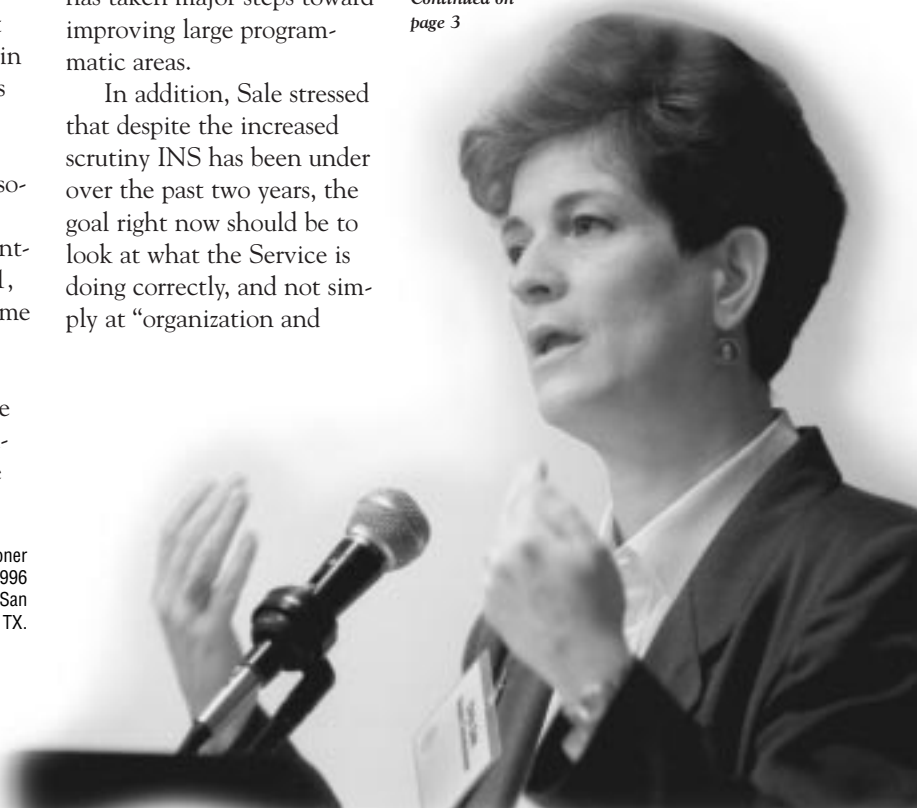
structure in boxes [on a chart]. As an example of a program that works well, she mentions the Inspections operation.

"Working in close collaboration with Customs and the Department of State," she said, "INS has absolutely shown that we can deliver the goods as a Federal government [entity] within the existing organizational structure, thereby strengthening each of the individual statutory requirements, without having to spend time and effort on structural issues that might not make a difference. I believe that that is the way the Commissioner looks at this issue and I certainly support that."

On the subject of the Commissioner, Sale said openly, "I feel very fortunate to have been able to work with [her]. I did not know her before she came to work here, and we are not 'social'

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Outgoing INS Deputy Commissioner  
Chris Sales speaks at the 1996  
Commissioner's Conference in San  
Antonio, TX.



# Communi**que**

INS

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Chris Sale had been INS' deputy Commissioner for the past four-and-a-half years.

**CHRIS SALE:** *"It's very satisfying to see what's been achieved."*

## DEPUTY COMMISSIONER

*Continued from page 2*

friends. But I think we are good associate friends and good colleague friends. I've felt blessed to an extent that even though she and I come at things from a different perspective, we generally end up at the same

place. I will miss her. She's been a role model and a leader and an intellectual challenge, and I will miss working with her."

The Commissioner, for her part, was equally complimentary. At a farewell reception held at Headquarters on September 11, she praised the Deputy Commissioner for her work in the areas of personnel, budget, and problem-solving, saying that she "shepherded the agency" through its tremendous growth over the past five years and "has kept me honest, functioning as both a conscience and an alter ego to me." The Commissioner concluded emotionally, "All of this is overshadowed, however, by how much she truly cares about people. They come first. And that's something I will never forget."

Prior to her departure, the Deputy Commissioner had these personal words for the thousands of INS employees working to uphold immigration laws throughout the United States: "I would just really send a message to everyone in the field that says 'be proud of what you do. Stay committed. You are about very important business. And how you perform it is key to the future of our country.'"

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## Commissioner Formally Launches OPERATION RIO GRANDE

By Eyleen Schmidt  
HQ Office of Public Affairs

Commissioner Meissner marked the official start of 'Operation Rio Grande,' INS' enforcement strategy for the Texas and New Mexico border, during a Texas ceremony in late August. Initially the plan will focus on South Texas, then move westward across the two states.

Operation Rio Grande is the next step in the INS' comprehensive multi-year Southwest border enforcement strategy designed to improve the quality of life in border communities by curbing illegal immigration and facilitating legal movement of traffic across the U.S.-Mexico border. As border control is gained in the Brownsville-McAllen-Harlingen area, it will be extended westward to Laredo to link with Operation Hold the Line in Texas and Operations Safeguard and Gatekeeper in Arizona and California.

"We began in the El Paso and San Diego areas that were experiencing some of the biggest problems," the Commissioner said during her Brownsville press conference. "Our efforts there have proven that we can dramatically reduce illegal crossings and restore the rule of law to border areas."

The Commissioner welcomed to Brownsville Border Patrol agents, Detention and Deportation officers, special agents, and other INS personnel who have come from stations in the interior, on the northern border, and other parts of the country to assist in the operation. Overtime has been budgeted to augment the Inspectors at the port of entry, and a 14-member Inspections Response Team is on standby to assist as necessary. "These additional resources will greatly assist the cooperative enforcement efforts of the Harlingen district in coordination with the Border Patrol operations," said District Director E.M. Trominski.

Operation Rio Grande has provided for the installation of temporary and permanent lighting along the Rio Grande River levee, including 15 portable telescopic light units along areas of the Rio Grande between the B & M and Gateway international bridges in Brownsville. INS systematically has deployed new equipment and technology into Texas since 1993. Low-light television monitors, night-vision equipment, night scopes, sensors, and encrypted radios are some of the tools now being used to help safeguard the nation's borders within the region.

### Headquarters Kicks Off 1997 Combined Federal Campaign

On September 10, the Federal employees' Combined Federal Campaign (CFC) of the National Capital Area (NCA) held its 1997 kickoff. This year's theme is "It All Comes Back To You"—another way of saying, "You can't give without receiving something in return." For INS employees in the Washington, DC, area, the agency is taking a new approach by planning a

two-week, high-visibility, exciting, campaign, scheduled for late October and early November (allowing donations outside that time from individuals who may be absent). The campaign may be run differently in the field.

Throughout the agency, a keyworker—one of your fellow employees—will invite you to participate in this year's campaign, offering the

"Catalog of Caring," with descriptions of charity organizations, for your review and asking you to consider making a contribution. Your participation is completely voluntary. No one will pressure you or embarrass you, and your contribution, as always, will be confidential.

Try it. It really does all come back to you. This is our campaign...our chance to help others!

## Commissioner Visits Texas, Discusses Operation Rio Grande Resources

"Our commitment is to gain control of the entire Southwest border, while strengthening our operations at the ports of entry for those persons making legal entry into the United States," Commissioner Meissner said during a recent Texas trip designed to pave the way for the Service's Operation Rio Grande, the Texas extension of the Service's border-control strategies in California, Arizona, and El Paso.

The late-August trip included stops in Marfa, Presidio, Alpine, Eagle Pass, and Del Rio for meetings with Border Patrol and community leaders to discuss the new resource allocations to South Texas aimed at first stepping up border enforcement in the Brownsville area.

The region already has seen an influx of significant new resources. The Commissioner said that since FY94, the 115,000-square-mile sector, which has 420 miles of Rio Grande River border, has seen a dra-

matic increase in numbers of agents on the line and sensors in use. The sector also has received additional IDENT systems and night scopes.

**Breaking Ground in Del Rio.** In Del Rio, the Commissioner formally broke ground for the sector's new Border Patrol headquarters, toured the sector, and visited Eagle Pass to discuss enforcement issues with area ranchers. It was her first visit to the area since joining INS.

She noted that allocated sector resources have increased steadily over the past three years:

- There are now 414 agents assigned to the region, compared to 290 in FY94, a 52-percent increase;
- There are 19 night vision scopes available, more than tripling since FY94;
- Sensors have increased to more than 700 from 343 in FY94;
- There are 12 IDENT systems in operation; and

- The San Antonio district has 200 inspectors stationed at POEs, compared to 129 in FY94.

The new station will be built on 12 acres of land confiscated in 1990 by the Federal government from a narcotics trafficker. It will include 26,000 feet of space for alien processing, administrative operations, temporary detention, and agent musters.

The construction is the first project in the new partnership between INS and the U.S. Army Corp of Engineers.

"The impressive new facility marks the start of a new era in border control for this part of Texas," the Commissioner said after the groundbreaking. "We will continue to bring enhancements to address the enforcement challenges in the Del Rio area as we expand control along the Texas border through Operation Rio Grande."

## Women's Equality Program Reception Held at INS Headquarters

On the 77th anniversary of the enactment of the 19th Amendment, INS' Office of Equal Employment Opportunity hosted a special ceremony at Headquarters to focus on of women's equality within and outside of the workplace. The ceremony's theme was "Leaders and Government—Working Today to Shape Our Tomorrow."

Keynote speaker Carol Hall, director of INS' Office of Human Resources Development, said, "No matter what your level or position is within INS, there is always room for advancement and promotion." She continued, "[We've shown that] well-qualified women are ready and able to serve in [the Service's] tech-

nical, managerial, and leadership positions."

According to Hall, women represented 23 percent of all new INS hires last year and now make up more than one-third of the agency's total workforce. In addition, 27 percent of all promotions last year went to women, including 21 percent of those at the GS-9 level and above, women received 47 percent of the cash awards and outstanding performance ratings last year, and also made up 32 percent of all INS employees selected for participation in the GS-13- and GS-14-level Executive Potential Program. She specifically recognized female INS awards winners including Mary Anne Gantner, who won last year's

Exceptional Service Award, and Laura Baxter and Office of Security Director Winona Varnon, both winners of Meritorious Service Awards.

"The leaders of the suffrage movement were successful because they believed in working today to shape tomorrow," Hall concluded. "You must remain steadfast in your determination to shape a better tomorrow by becoming role models and mentors, and carrying the torch to 'INS 2000.'"

The ceremony also included a panel of three female INS employees who discussed how they have achieved professional success during their careers, and answered questions from the audience on women's equality issues.



# Face to Face

*with INS' Executive Associate Commissioner  
for Management*

**GEORGE H. BOHLINGER III**

In early September, a member of *Communique's* editorial staff sat down with George H. Bohlinger III, INS' executive associate commissioner for Management, in the first of three "Face-to-Face" interviews with the Service's senior managers. The discussion below is excerpted from that meeting.

Bohlinger, who has been with INS for the past year-and-a-half, previously spent 11 years with the Department of Justice, initially serving in the Law Enforcement Assistance Administration (a predecessor to the Office of Justice Programs) as Assistant Administrator of the Office of Criminal Justice and Acting Administrator of the LEAA. He served as a Deputy Associate Attorney General before leaving the Department for the private sector.

**Communique:** In general, what do you believe is the function of Management within a large organization such as INS?

**Bohlinger:** Management's primary function is to provide the services necessary to support the operations of INS. It does that by playing several roles. It builds and maintains a seamless infrastructure that enables the agency to conduct its day-to-day business as well as help meet its programmatic objectives and strategic goals. We also serve as an advisor and counselor to INS operating entities by providing policy interpretation, procedural guidelines, and technical expertise to help carry out delegated authorities and management responsibilities.

**Communique:** What do you believe Management has accomplished in the time you have been with the Service?

**Bohlinger:** We're putting in place a new financial management system that should make a considerable difference in how we account for and conserve the agency's financial resources. There's a new hiring methodology in place for the Border Patrol. Plans are moving forward to centralize and fully automate INS records management. We've begun to make our information resources more understandable to our customers, primarily through the development of a plain-language desk reference guide to the more than 60 information technology-based systems currently deployed within the agency. Next month we will issue

the completely revised INS Administrative Manual and Correspondence Manual. The Administrative Manual will contain the policies and procedures pertaining to handling personnel, property, financial, and informa-



EAC for Management  
George H. Bohlinger III

tional activities that drive our business—and in new, user-friendly formats to ensure easy access.



**Communiqué:** *How will Management help INS get to where it wants to be in the future, programmatically speaking?*

**Bohlinger:** I think our efforts will increasingly be focused on identifying the best practices—indeed, the “best-of-class” applications for how we perform all sorts of work. You don’t solve problems by simply throwing more people and budget resources at them. Reengineering or reinventing isn’t about streamlining antiquated practices or rationalizing irrelevant steps in a process. You start by making a distinction between whether what is done is being done right, or whether it is the right thing to be doing in the first place. Obviously, we want to increase the agency’s capacity for professionalism. But we want to do it in ways that simplify the way the agency conducts business—and that results in a net gain in our productivity and efficiency.

**Communiqué:** *You’ve often said there is a difference between jobs and careers. Could you explain what you mean?*

**Bohlinger:** During a period of unprecedented growth there has been something of an obsession about job statistics—numbers of recruits, applications, staffing, training seats, filled attrition, etc. The key to all these is to recognize that we’re not merely offering jobs, but the opportunity to engage in meaningful and satisfying careers. Naturally, we want to ensure that the people who come into the Service are the best-qualified we can find. But we also want them to know we care enough to ensure that their earliest experiences are positive—and that they can turn to the agency for help over their career lifetime. Also, this fall we’re introducing a sustainability program that combines basic orientation, career development, and personal assistance for employees and their families when and where it is most needed.

**Communiqué:** *Do you have a personal philosophy of management that you have tried to implement during your time with INS?*

**Bohlinger:** I always look for people’s strengths, both as managers and as leaders, and seek ways to capitalize on their skills and experiences. Most importantly, I believe in giving people the tools, guidance, encouragement, and opportunity to do their jobs—and to hold them accountable for the results. You have to know when you’ve got enough information to make a decision—and then make it. You must be prepared to make

mid-course corrections, then follow through to conclusion. Above all, you must recognize and reward honest effort and qualified success.

**Communiqué:** *How have you been able to implement such programs and change INS’ way of doing business?*

**Bohlinger:** We’re always examining our activities and the interaction among our managers and supervisors. I not only give managers feedback, but encourage them to meet among themselves to



discuss ways of improving the operation of the Office of Management, including the behavior and practices of the EAC for Management. They are encouraged to plan new initiatives that can make a difference to our customers and to the agency. They know that the penalty for trying and failing never exceeds the penalty for doing nothing. What’s more, I’m convinced that if we’re not gaining enjoyment from what we’re doing, we’re either doing something wrong—or we’re doing the wrong things.

*The Office of Management’s more than 1,600 employees and \$620 million budget provide INS with the essential infrastructure and core services in support of the agency’s mission.*

*Management’s key functions include Administration (including procurement and facilities), Budget, EEO, Files & Forms Management, Human Resources & Development (training), Information Resource Management, and Security.*

## New Intelligence Training Modules

### IN DEVELOPMENT STAGE

By Agent Robert Harris  
HQ Office of Intelligence

INS' Intelligence Program is developing a "top-to-bottom" training program for all officer corps personnel, their supervi-

sors, and managers. With the support of the Headquarters Office of Training, the Service has contracted for the development of program-specific lesson plans, participant workbooks, and professionally developed media for the delivery of intelligence-related training.

The Headquarters Office of Intelligence and the Office of Training will maintain over-

#### Two Development Phases.

Development of the training modules will occur in two phases. First, 11 instruction modules will be developed to teach individual officers at each level of their career what their duties and responsibilities are in the intelligence cycle. At the basic level, officers will be instructed in what information to look for, how to report it, to whom it should be reported, and how the information can benefit INS and other law enforcement agencies.

At the supervisory level, managers will be instructed in how to better manage intelligence resources, how

intelligence can be used as a "force multiplier," and how intelligence can be used as an effective decisionmaking tool. Each of these modules will be incorporated into the existing curricula of the Border Patrol and immigration officer basic and advanced training academies as applicable.

A second curriculum is being developed to provide professional instruction for all officers and analysts performing intelligence functions on a full-time or regular basis. The Intelligence Officer training will consist of an estimated 26 instructional courses regarding directing intelligence resources, information collection and management, processing of information into actionable intelligence, and dissemination of finished intelligence products.

Enhanced decisionmaking capabilities and improved coordination between programs and across geographical regions are among the expected benefits of the new training program.

Among the units that will be taught at the Intelligence Office Training Academy are:

- **INS' Role in the Intelligence and Law Enforcement Communities**
- **Resource Identification and Global Information Systems**
- **Criminal Intelligence Analysis**
- **Use of Analytical Tools and Procedures, and**
- **Intelligence Briefing Skills**

### New Administration and Staff Action Manuals Ready for Release

INS' Office of Management is completing the Service's Administrative Manual and the Staff Action Manual: Correspondence, Style, Procedures, and Protocols (formerly the INS Correspondence Manual), for release in early November.

The Administrative Manual has been restructured into five thematic areas: per-

sonnel, property, financial, information and communication, and staff functions that do not fit into the other four categories. The Staff Action Manual will provide procedures for preparing documents, examples of specific documents, and electronic templates.

Both manuals will provide information in an easily acces-

sible format, and will be available in hard-copy and electronic formats (on the INSERTS CD-ROM). The Administrative Manual also will have a home page on the INS intranet. Further information is available from Linda Greene of the Headquarters Office of Management by calling (202) 514-4434.



## Commissioner Recognizes PMI's Contributions

INS' class of 12 1995 Presidential Management Interns (PMIs) recently received certificates signifying their successful completion of the two-year program. Along with certificates, Commissioner Meissner handed out praise for the PMIs' contributions to helping INS accomplish its goals in various program areas.

"I hope that for all of you these have been good years," the Commissioner said. "You have been in key roles, and we hope that they have laid a good foundation for your professional careers with the govern-

ment." The Commissioner said the 12 graduates participated in programs including monitoring EVP and removals, helping to develop the Service's strategic plan, and managing and monitoring the Service's priorities.

The majority of the graduates are still working with INS or the Justice Department. Two of the 1995 PMIs have left the Federal government, one for law school and one on a scholarship to Germany.

During a Headquarters reception on August 12, the Commissioner spoke of the overall benefits of the

PMI initiative. "We are extremely pleased with the way the program has gone," she said. "It has been an unqualified success."

Since the PMI program's government-wide inception in 1977, more than 3,000 men and women have participated, many of whom have continued working with the Federal government after graduation. INS previously had participated in the program. Chief of Staff Mike Becraft reinitiated participation in 1995. He has called reinstatement of the program "one of the best decisions I have ever made."

## New Security Handbook Unveiled During Headquarters Ceremony

Calling it a major Service accomplishment, Office of Security Director Winona Varnon unveiled INS' new Security Officers' Handbook during a special Headquarters ceremony on August 21. Placing the ceremonial final coversheet in the Handbook's binder, Varnon presented certificates to each of the members involved in completing the project, noting the special efforts of Anne Breaux and Charlie Rogers.

"Each of you participated in some way to the development of this handbook," Varnon told the nearly 100 Security Office employees who attended the ceremony. "And a lot of you participated quite a bit. You deserve to be congratulated."

Elements of the handbook include:

- A description of classified document transmittal procedures;
- A discussion of contract/industrial security;
- Examples of Department of Justice fingerprint forms and background clearance forms;
- An example questionnaire regarding the use of drugs and controlled substances;
- A discussion of physical security measures and planning procedures;
- A Facility Protection Profile Guide;
- An outline of security officer responsibilities;
- A communications security overview;
- Example bomb threat report sheets;
- An Occupant Emergency Program Guide; and
- Detailed appendices containing a variety of security-related Executive Orders; information on classified security information; policies regarding identification document; manuals regarding national security

information; the National Industrial Security Program operating manual; a description of the Personnel Security Tracking System; and property acquisition and surplus guidelines.



Winona Varnon, director of the Headquarters Office of Security, cuts the cake during a ceremony recognizing the development and publication of INS' new three-volume Security Officer's Handbook.

It is expected that the entire handbook will be available on the Service's INSERTS CD-ROM by the end of the year.

## Dallas Restaurant Chain

### GETS LARGEST-EVER INS FINE;

*Press conference features Commissioner via video*

A Texas-based restaurant chain has been hit with the largest worksite enforcement-related fine in INS history. Pappas Partners, L.P., which includes 54 seafood and Mexican restaurants in Dallas, San Antonio, and other Texas cities, has agreed to pay \$1.75 million for Federal immigration violations including shielding, concealing, and harboring illegal aliens from detection.

In a joint Justice Department and INS announcement in Dallas in mid-August, Commissioner Meissner said, "This landmark case represents the largest settlement the government has ever collected in a worksite enforcement case."

She added, "It sends a clear message that the Clinton administration will vigorously pursue those employers who knowingly violate immigration law governing the American workplace."

The Commissioner gave credit for the operation to Art Strapp, INS' director of the Dallas district office, and Paul E. Coggins, United States attorney. Strapp and his staff worked on the case for more than three years, expanding what began as a \$14,000 fine against one San Antonio restaurant into the unprecedented settlement. Other agencies involved in the investigation and settlement included the U.S. Department

of Health and Human Services, the Social Security Administration, the U.S. Secret Service, and the Dallas Police Department.

**History via Video.** The Dallas press conference also made history for INS in another way: it was the first ever where the Commissioner participated from Headquarters though the use of videoconferencing technology. Similar satellite transmissions have been used to let regional representatives "sit in" on press conferences and to provide field Service employees with information on issues such as implementation of the '96 Act and the affidavit of support.

### Cincinnati Worksite Operation Nets 129 Illegal Aliens

In one of the year's most productive worksite operations, immigration agents took 129 illegal workers at a Cincinnati, OH, packing company into custody August 6. Nearly all the workers were from Mexico and Guatemala, and included more than 50 juveniles—the youngest a 13-year-old girl and a 12-year-old boy. INS held 47 of the workers in custody and began deportation proceedings against them, with the remainder leaving the U.S. voluntarily.

"This investigation is the result of complaints of discrimination received from current and for-

mer legal workers employed at the business," Cleveland District Director Robert L. Brown said after the arrests. "American workers have claimed that they were being replaced by illegal workers."

The worksite operation succeeded because of interoffice coordination, Brown said. Special agents were brought in from Cleveland, Buffalo, Indianapolis, Louisville, New Orleans, and Atlanta. Also, Border Patrol agents from Detroit worked on the case.

### Video on Fraudulent Document Identification Available



On the new instruction video, an INS special agent illustrates the differences between a genuine and a fraudulent Alien Registration Receipt card. (Video still by Chuck Reed, Central Region Public Affairs)

INS' Omaha, NE, district office and the Central Region Office of Public Affairs have jointly prepared a 23-minute video to teach employers how to identify counterfeit INS and U.S. Social Security documents, according to Omaha District Director Jerry Heinauer. A brochure accompanies the training video.

The video, developed to meet an increasing demand for information by employers within the Omaha district, especially the meatpacking industry, is applicable to other industries throughout the nation. Copies can be obtained from the Omaha district office by calling (402) 697-0049.

## Laredo Sector Air Operations Sets Assist Record

The Laredo, TX, sector's Border Patrol air operations unit completed a record 11,000 assists involving illegal alien apprehensions and narcotics interdictions in the sector during FY96.

The air operations unit is housed in its own 2,000-square-foot hanger at Laredo International Airport. The sector's aerial fleet consists of four OH-6 rotary wing craft and two fixed-wing aircraft, a Cessna 182 and a Piper Supercub. Two of the four helicopters are equipped with FLIR night vision equipment. The hangar also houses a parts room, shop area, and offices for the 11-member staff.

The pilots are primarily former military and civilian pilots. Three are veterans of the Border Patrol's Pilot Training Program in Laredo and two more are enrolled. The unit also has two

mechanics, a supply technician, and a student aide.

The unit typically spends about 65 percent of its time sign cutting, 25 percent checking trains, and the other 10 percent on patrol activity. It was recently honored by the Mexican government for humanitarian aid to Mexican citizens.

*(Mike Herrera of the Laredo sector's Office of Public Affairs contributed to this article.)*

Members of the Laredo sector Air Operations staff include (from l. to r.): Anita T. Villarreal, supply technician; PAIC Thomas S. Maxwell; second row: Chase W. Snodgrass, pilot; Guillermo Garcia Jr., pilot; Mark A. Johnson, pilot; third row: Rodolfo Cardenas, student aide; Greg Stouffer, maintenance mechanic; Hector Dilley, pilot; William E. Hollon, pilot; Dale L. Morrison, pilot; and Thomas L. Moss, pilot.



## San Diego Border Patrol Agents Rescue Trapped Immigrants

**By Joe Flanders**  
*Western Region Office of Public Affairs*

Two Border Patrol agents from the Imperial Beach station of San Diego sector rescued four illegal aliens trapped in the trunk of a burning old model sedan near the Mexican border in Boulevard, CA. The trapped aliens were being smuggled into this country.

In mid-July, Border Patrol Agents Guadalupe Chacon

and Elizabeth M. Ebisuzaki saw a suspicious car and followed it. It stopped on a local highway, and the agents saw four individuals flee the car. After the fleeing aliens were apprehended, they told Agent Chacon that four other aliens were in the trunk of the car. When the agents returned to the vehicle, they found it on fire and the trunk locked.

While his partner battled smoke and intense fire, Agent

Chacon dove into the back of the car and ripped out the seat to get to the trunk. His partner fought the fire with water from their canteens and dirt she shoveled on it. Agent M.A. Owen arrived to assist fighting the fire. Within minutes Agent Chacon tore a hole large enough for the aliens to escape the flames. They suffered smoke inhalation, minor bruises, and abrasions.

## El Centro Staffers Medal in

### CALIFORNIA POLICE OLYMPICS



Supervisory Deportation Officer Daniel B. Banda (center) congratulates California Police Summer Olympics participants Sam Flores (left) and John Alaniz.

Two INS employees from the El Centro, CA, Service Processing Center (SPC) came home with medals from this year's California Police Summer Olympics held in Fresno in July.

Detention/Training Officer Sam Flores received medals in the singles and doubles table tennis events, and Recreation Specialist John Alaniz received a silver medal for racquetball.

Alaniz, with the help of his partner Art Reynaga of the Calexico Border Patrol station, overcame seven

other doubles teams during the competition.

After returning to El Centro, Flores and Alaniz received congratulations from Supervisory Deportation Officer Daniel B. Banda, who encouraged other employees to participate in similar events. According to Banda, Flores and Alaniz used their own funds for transportation and lodging. However, after their strong finish this year, they hope INS will consider sponsoring them in future events.

### 'Balanced Leadership' One of Many LDC Offerings in FY98

by Jennifer Lee  
Director, Leadership  
Development Center

*"You stimulated me to go down  
unexplored avenues."*

*"You helped me remember the  
soul of leadership."*

*"You let me revere my peers."*

ship course in Dallas, TX. Designed for top-level managers, the course focuses on integrity, ethics, diversity, and strategic thinking through case studies, readings, and activities that provoke discussion and

shipper for Field Operations, is a recent Balanced Leadership graduate. "I believe all high-level INS managers should attend this class," he said. "First, it allowed me to spend some time being introspective—to look at where I have been and where I am going and what I still need to learn. Second, it brought out the significant similarities of problems and concerns of managers throughout INS and how we might better deal with them. It is one of the best courses I have ever attended."

Balanced Leadership is one of the many courses INS offers at the LDC. For more information or to register for a course, call the Center at (214) 350-2998 or e-mail Jennifer Lee or Diane Nolen.

#### Leadership Course Schedule

##### Basic Supervision

October 27-31  
November 3-7  
November 17-21  
December 8-12  
January 12-16

##### Advanced Supervision

October 20-24  
November 17-21  
December 8-12  
January 12-16  
January 26-30

##### Basic Management

October 20-24  
December 1-5

##### Advanced Management

November 3-7  
January 26-30

##### Balanced Leadership

October 27-31  
December 1-5

##### Kepner-Tregoe

October 15-17  
January 21-23

These comments are just a few made by INS executives who have attended the Leadership Development Center's Balanced Leader-

learning from other class members.

Brian Perryman, acting executive associate commis-

## Inspector Helps Nab Murder Suspects at San Ysidro POE

Thanks to the keen sense of a Service Immigration Inspector at the San Ysidro port of entry in early August, a couple attempting to enter the country were apprehended on suspicion of murder. They are being held pending the conclusion of the investigation.

Andre Bonnay and Angela C. Powell drove up to the San Ysidro POE in a black 1992 BMW a little after 10 p.m. on August 8. Immigration Inspector Harold D. Mynatt conducted a primary vehicle inspection and obtained declarations of U.S. citizenship from Bonnay and Powell as they were returning to the United States from Mexico. Powell handed Mynatt a worn, torn Ohio I.D. card; Bonnay, wearing a long-sleeved shirt despite the heat, appeared nervous.

It was enough to make Mynatt suspicious, and he instructed

Bonnay to turn off the car. Bonnay refused and Mynatt repeated his instructions. Bonnay again questioned why he had to turn off the car. When Mynatt reached in to turn off the key, Bonnay stepped on the gas and tried to put the car in drive. Mynatt stepped back, drew his Service weapon, and ordered Bonnay and Powell to place their hands in view. When the couple finally complied, and Bonnay was removed from the vehicle, he was found to be wearing a holster containing a small caliber weapon.

Bonnay resisted strongly and broke free. Several inspectors apprehended and restrained him. They also found he had a 25-caliber Baretta with a full clip of ammunition which he admitted he purchased illegally in Mexico.

Bonnay's fingerprints were sent to the AFIS, and the response

showed he had numerous arrests for armed robbery and assault.

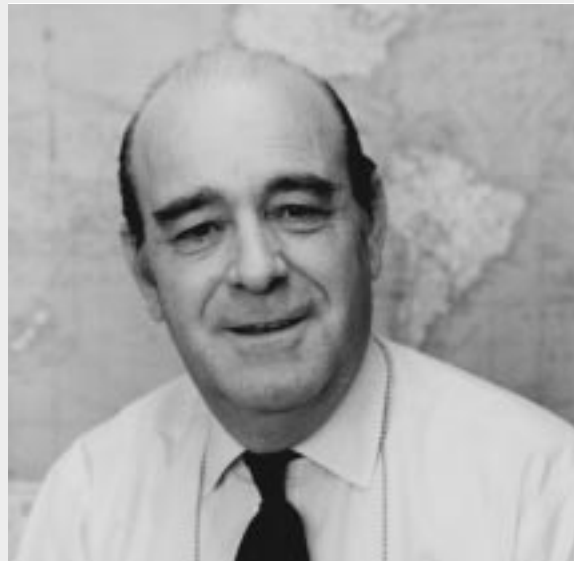
Preliminary investigation linked the gun found on Bonnay to one that was stolen from the home of Alfons Schreiber, an American who had been murdered along with his wife in Baja, CA, earlier in the week. That connection was enough to hold Bonnay on a firearms charge while the murders were investigated further.

Powell, who had been allowed to leave with the car, was later stopped on Interstate 15 and taken into custody.

An INS official was quoted by the San Diego Union Tribune after the arrests as saying "If that inspector [didn't] get suspicious after the incident, they would have gone on down the road, and this case would have never been solved."

## Note from the Field: Acterberg Selected for Singapore Position

Jake Achterberg, assistant chief inspector within INS' Headquarters Office of Inspections since 1992, has been selected for the position of deputy officer-in-charge of the Service's overseas office in Singapore as part of the Operation Global Reach initiative. A 15-year INS veteran, Achterberg has spent much of his career in Florida, acting as legalization office chief in Hialeah from 1991-92, in Fort Lauderdale from 1990-91, and in Okeechobee from 1989-90. He was most recently awarded the Department of State's Special Award for Distinguished Service for serving as an INS representative on the Sub-security Group for the 1996 Olympics in Atlanta.



Jake Achterberg

## Service Reaching 45-minute

### FLIGHT INSPECTION GOAL

The Service is close to reaching the 45-minute flight-inspection time mandated by Congress

in Section 286 of the Immigration and Nationality Act on most flights, according to INS' Special Initiatives Progress Report produced by the Headquarters Office of Policy and Planning.

In May, nearly 98 percent of the 26,735 flights passing through the 17 airports monitored nationwide (those with the highest volume of international traffic) met the 45-minute standard. About 600 delays were reported.

Airports clearing 100 percent of their flights within 45 minutes during May included Boston, Chicago, Dallas/Fort Worth, Miami, Orlando, and San Juan. Los Angeles rated 99.2 percent in clearing flights in 45 minutes, and Seattle rated 99.1 percent of flights cleared.

The complete report, including INS initiatives ranging from hiring to naturalization and removals, is available from the Office of Policy and Planning at (202) 514-3242.

Inspections processing times at airports nationwide, including Los Angeles International Airport shown here, are generally meeting the established 45-minute per flight standard. (photo for INS by Bill Powers)



### Proposed Fee Increases Prompt Statement from Commissioner

*Primary focus remains on ensuring improved service to the public*

Following the publication of reports of a proposed increase in the naturalization application fee to \$200 from \$95 and the fingerprinting fee to \$30, Commissioner Meissner held a news briefing and issued a statement at Headquarters stressing that any such increases will not happen immediately, and that INS' concentration right now is solidly on ensuring that the public receives the service it both expects and deserves in these areas.

"Our focus right now is not on a fee increase," the Commissioner said in the statement, released on September 4. "To make the large-scale infrastructure changes that are clearly necessary for the long term,

we believe that a fee increase is likely to be necessary, but how much it is will be and when it will be implemented is yet to be determined." The most important steps include short-term fixes to ensure the integrity of the naturalization system, she said, along with more fundamental changes in the program's infrastructure over the long term.

Any increase is at least six months away, she said. "I give you my pledge as Commissioner that I won't move forward... until I can give you my assurances that we are able to deliver the service people deserve."

### Border Patrol Application Now Available On-line

INS will use the World-Wide Web in its effort to recruit nearly 1,000 new Border Patrol agents next year. Border Patrol agent applications are available at Internet web site <http://www.usajobs.opm.gov>. Applicants can find out immediately if they meet the basic requirements for the position, which

include being a U.S. citizen, having a valid drivers license, and not having reached their 37th birthday by the time they are hired.

The Border Patrol also has a telephone application line that is open 24 hours a day. The paperless application telephone number is (912) 757-3001, extension 980.



# NATIONAL *Records*

## T R A I N I N G P R O G R A M



**D**id you know that you could get arrested for throwing some INS documents away? Do you know what a record is? Do you know your legal obligations as they pertain to your office cc:Mail? What do you need to know about handling requests for information from outside agencies?

The National Records Training Program (NRTP) was developed to answer these and other records-related questions. Everyone in the Service needs to know how to handle both official and unofficial government business related materials. NRTP is for *all* INS personnel, and will help you comply with records policies and procedures.



The Office of Files and Forms Management (HQFFM) and the Office of Records (HQREC) would like to provide answers to the most frequently asked questions about records management programs, policies, and regulations. This guide is intended to assist employees throughout INS with effective records management.

At INS, the HQFFM and the HQREC work directly with records issues and program management and are responsible for assisting with the management of records throughout their life cycle, including creation, use, maintenance, and disposition.

E-mail messages sent over the INS computer network are considered electronic records, and special rules apply to how they are handled and the information they contain.



## ► The Evolution of INS Records

*Let's take a brief look at the evolution of INS records...*

*The year is 1957. John Doe drafts a report on activities within his department. He presses the button on his intercom and has his secretary pick up the draft, type it, affix the appropriate correspondence markings, and file a copy for posterity.*

*It's 20 years later—1977. John Doe Jr. sits down at his wordprocessor and drafts a report on activities within his department. He saves the document and sends it to one of the automation clerks for final edits. They affix the appropriate correspondence markings and file a copy for posterity.*

*It's now 1997. John Doe III drafts a report on his desktop computer. He runs spell check, attaches the report to an e-mail message, and selects his addressees. With a single click of the mouse, his report is launched into the Ethernet—no correspondence markings, no format, no file for posterity. Through the LAN, he is able to use his cc:Mail to distribute the report to numerous people.*

Each of these eras calls for its own set of procedures for managing documentation and all kinds of records. As times change and technology grows, so do requirements for proper records management and disposition. There is an increasing reliance on electronic records such as those found in INS systems and on e-mail. With this comes a need to follow proper records-management procedures from the initial data entry of information into these systems, to knowing how to responsibly and effectively use the information in your job, to knowing what to do with the records when you're done.

Today INS is looking for ways to best keep all of its employees informed of their responsibilities, as well as of the progress and updates to systems and in the Service in general. To help us do this, field participation and input are being sought. Based on your feedback, a wide variety of job aids and information-delivery methods can be developed. We need to find out from you what best practices, tools, job aids, suggestions, and recommendations you have to assist us. The **Communiqué** will list tools and job aids in the months ahead, as well as continuing to provide records information. And when asked for your input, help us help you!

Included in this edition of the **Communiqué**, as a first installment of the NRTP, is a brief guide to what you need to know about all basic records management responsibilities. This enclosure contains general answers to the most frequently asked records-related questions and serves as a reference for where to go for more details.

In addition, an in-depth manager's pamphlet will be distributed at all INS locations at a later date. This handbook will give managers the answers they need to ensure their INS office or site is handling records in a way that meets with government expectations and requirements. These are just the first of many helpful tools being developed and brought to you by the NRTP.



## Common Records-Related Questions

### What is a record?

A record is material created or received as a result of official government action and saved because it contains evidence or valuable information. The physical characteristics of records material vary: records can be written or printed pages, photographs, maps, blueprints, films, video and audio tapes, databases, and electronic mail (e-mail), and associated attachments.

### What are different types of records?

A **permanent record** is a record that the National Archives and Records Administration (NARA) has appraised as having enough historical or other value to warrant continued preservation. For example, official program files, electronic databases, such as the Central Index System (CIS), statistical records system, and the INS microfilm master index are permanent records.

A **temporary record** is a record, such as contract files and routine administration files, that NARA has approved for disposal

either immediately or after a specific holding period.

**Vital records**, sometimes called **essential records**, are necessary to the continuing function or rebuilding of an organization during and after an emergency, and to protecting the rights and interests of an organization and the individuals directly affected by its activities.

A **working file** is a file kept by an individual and is a duplicate of records in the office's subject files.

**Personal papers** are private papers relating only to an individual's own affairs. They should be clearly marked as personal and filed separately from official INS records. Documents that have both personal and official information belong to INS and must not be removed from the office.

Detailed information on these records and their authorized disposition schedules can be found in the General Records Schedules (GRS) and the Uniform Subject Filing System (USFS).

## Electronic Records

### What are the laws and regulations for electronic records?

The same laws and regulations that apply to records in paper form also apply to those created electronically. Each office should establish steps for safekeeping on line or off-line electronic records. If an electronic record meets the definition of an official record as described above, an approved records schedule must be followed. Consult your records supervisor or administrative management officer.

**E-mails and attachments** sent or received while conducting agency business are official records, and must be printed

and kept the same way as hard-copy records. Refer to the Information Resource Management (IRM) Technical Bulletin (SPP96-004, September 27, 1996) titled **Guidance to Users on Archiving cc:Mail Messages** for information on the safekeeping of e-mail.

A **database** is a system of records, and the same laws and regulations that apply to records in paper form should apply to the database. Safeguards are required to protect automated systems from unauthorized personnel. Consult your local computer systems security officer (CSO) for guidelines on safeguarding automated and manual systems of records.

## Records Filing

### What is the records life cycle?

The records life cycle is the creation, organization, maintenance, use, and disposition of records. This includes the receipt

of record information such as A-file material and electronic records.

### What types of records and files are found in INS?

INS uses many types of files including Official Program files that an office uses to



perform its assigned tasks, such as A-files and INS Automated Biometric Identification System (IDENT) records; and Administrative/Housekeeping files that help in the organizational and administrative matters of an office or site, such as financial records and inventory files.

## **How does INS manage records?**

Records management is the use of management principles to guarantee the economical and orderly creation, receipt, organization, maintenance, use, and disposition of all records. The main tools INS uses to manage records are its filing systems. A filing system, also known as a recordkeeping system, is a set of policies and procedures for organizing and identifying files or documents to speed their retrieval, use, and disposition.

## **What is subject filing?**

Subject filing is the process of arranging and filing records by their general informational content. The purpose of a subject

filing system is to bring together all documents that pertain to the same topic.

## **Does INS have an official subject filing system?**

INS' official filing system is the Uniform Subject Filing System (USFS). The system is based on the idea that each INS office, both at Headquarters and in the field, maintains records documenting the functional performance of that office. The USFS is designed to do the following:

- Increase the usefulness of INS records by using a Servicewide functional subject filing system;
- Speed the disposition of records when they are no longer needed;
- Ease the preservation of records having permanent value by pointing out such records in the Service's retention plan; and
- Simplify training file personnel by adopting a standardized file system throughout INS.



Stakeholders in INS' National Records Training Program include: (l. to r.): Scott Hastings, Director, HQFFM; Larry Bell, Asst. Commiss., HQREC; Val Wood, HQUSB; Ruth E. Jones, HQREC; Frank Beserra, HQFOIA/PA; Clint W. Palmer, HQRPB; Deborah Jeffears, HQREC; Veola Rouse, HQFFM; Anne May, HQREC; John J. Young, HQSEC; John J. Miller, HQIRM; Mike Leahy, HQFFM; and Andria Settles, HQREC.



## Records Disposition— General

### What does disposition mean?

Disposition refers to actions taken regarding records no longer needed for current government business. This includes cutoff (termination of files at regular intervals to permit their transfer, retirement, or disposal in complete blocks); transfer to agency storage facilities or Federal Records Centers (FRCs); transfer from one Federal agency to another; disposal of temporary records; and actions taken regarding nonrecord materials when they are no longer needed, including screening and destruction.

*Note: No Government record can be destroyed without a disposition schedule approved by the Archivist of the United States as described below.*

### What is a records disposition schedule?

An approved records disposition schedule is the document that identifies specific types of records and contains the disposition number, description, and disposition date for those records. The following schedules are used by the INS and control the holding and disposal of the Service's records:

**Records Dispositions Schedule:** This is instructions for the disposition of records created as part of the INS' charted mission. The Service acquires disposition schedules by preparing and submitting requests to the Archivist of the United States on Standard Form 115 (SF-115), Request for Records Disposition Authority. Once the Archivist approves the requests, NARA assigns them identifying schedule numbers, and the

approved requests are referred to as a disposition schedule. The INS disposition schedules can be found in Section 6 of the INS USFS manual and Chapter 8 of the ROH.

### General Records Schedules (GRS):

These are schedules issued by the Archivist of the United States to provide disposition standards for records common to agencies of the Federal Government. These include records relating to civilian personnel, fiscal functions, accounting, procurement, communications, printing, and other common or housekeeping functions, and certain nontextual records. The GRS can be found on the INSERTS CD-ROM, Release 97-I, April 1997.

### Which disposition schedule do I use for which records?

Records that relate to INS-specific programs and activities should be retired according to the INS disposition schedules published in the USFS manual. Records that relate to civilian personnel, fiscal functions, accounting, procurement, communications, printing, and other common or housekeeping functions should be retired according to the GRS.

### What if the records are not listed in the ROH, the USFS handbook, or the GRS?

By law, records cannot be disposed of without an approved disposition schedule. If your records are not identified in ROH, the USFS handbook, or the GRS, contact The Records Policy and Analysis Branch (HQRPA) at (202) 514-3282 for help scheduling their disposition.

## Records Disposition— Retirement

### Who is responsible for retiring INS records?

Each office is responsible for retiring records it no longer needs for daily operations, but which are not yet ready for disposal. When a record is retired, it is transferred to an FRC, each of which is

operated by NARA. FRCs save space and money. Records of permanent (archival) or historical value are later transferred to the National Archives for use by agency officials and other researchers.

### Which records are transferred to the Federal Records Center?

Records are transferred to an FRC if they meet all of the following criteria:

- They have been analyzed by the agency and their eventual disposition has been documented on a NARA-approved disposition schedule;
- They are no longer needed for current business; and
- Their value as reference materials is not enough to justify storage.

## **How does the transfer process work?**

Complete the Standard Forms 135 (SF-135), Records Transmittal and Receipt, and 135A (SF-135A), Records Transmittal and Receipt (continuation) when transferring records to an FRC. A separate SF-135 must be prepared for, and included with, each additional request. Transfer of records to the FRC should be completed within 90 days after the FRC approves the SF-135.

Federal regulations (36 CFR 1228.152 [e]) restrict the transfer of permanent microfilm records to two records centers: the Washington National Records Center in

Suitland, MD, and the National Personnel Records Center—Civilian Personnel Records in St. Louis, MO.

Detailed instructions on transferring records can be found in Section 5 of the USFS and Records Center's bulletins, and instructions for completing the SF-135 and 135A are provided on the forms, as well as in the USFS and ROH. Records can also be transferred electronically through the Center's Information Processing System (CIPS). This PC/mainframe interface allows users with access to the Receipt and Alien File Accountability and Control System (RAFACS) to transfer A-file information.

## **Can I retrieve retired records?**

Records stored at the FRC can be retrieved. All requests for retired records should be made to the FRC where the records are kept by completing Optional Form 11 (OF-11), Reference Request—Federal Records Center.

## **Records Disposition—Employee Responsibilities**

### **What materials containing record information may an INS employee keep?**

INS employees may collect, for easy reference, extra copies of papers and other materials that they have created, reviewed, or otherwise acted upon, or materials that are "personal papers." INS employees may keep extra copies, as long as keeping the copies would not do the following:

- Diminish the official records of the agency;
- Violate confidentiality required by national security, privacy, or other interests protected by law; or
- Exceed normal administrative economies.

### **What materials may not be kept by a departing INS employee?**

The following types of documents are considered restricted, and may not be kept by a departing employee:

- Official records;
- Official or record file copies of documents

other than personal papers;

- Documents containing classified information;
- Documents containing statutory confidential information;
- Documents containing information subject to the PA of 1974, 5 United States Code (USC) 552a, except under the conditions described in 5 USC 552a(b); and
- Documents containing information that might reveal or prejudice the conduct of civil or criminal proceedings or litigation involving the interests of the United States or information that falls within the attorney-client privilege of the United States or of the party furnishing the information, except as provided in 28 CFR 50.2, 50.8, and 50.12

## **May I destroy records?**

Under normal circumstances, no official government record may be destroyed without an approved disposition schedule. The schedules are published in the ROH and the USFS manual.





## Records Security

### What is General Records Security?

The types of files that INS deals with daily demand that Service personnel are careful with the information handled. INS personnel must know the procedures for accountability and access to records, and to take prudent and appropriate measures for the safeguard and security of all information, classified or not.

### How should records be safeguarded?

Safeguard paper records by keeping unauthorized people out of file rooms and away from file locations. Safeguard electronic records by logging off systems when leaving the computer. Never share INS computer system passwords with anyone, including supervisors. Personal data contained in paper or electronic records should not be communicated with any unauthorized persons. For details on the storage standards of classified information, contact the security officer or manager. Unclassified information that is limited official use (LOU) must be kept in locked desk drawers, file cabinets, or a locked room when unattended. All other unclassified

general records should be secured in a manner appropriate to the level of sensitivity of the information.

### What is classified information?

Classified information is official information that has been determined to require protection against unauthorized disclosure in the interest of national security. This is in accordance with Executive Order 12958, Classified National Security Information, and predecessor orders. Official information that requires these protections is classified in levels as either "Top Secret," "Secret," or "Confidential." For detailed definitions of these classifications and the proper handling thereof, consult your regional or local security officer.

### Can I give classified information to anyone with a security clearance?

No person is authorized to have access to classified information solely by virtue of rank or position. Under certain defined circumstances, on a need-to-know basis, information about criminal procedures and investigations can be provided. These guidelines are determined by the FOIA/PA office (see below).

*"INS is an information-driven operation, and to the extent this information is managed and secured, we will be successful in our mission."*

Scott Hastings,  
Director,  
Office of Files and  
Forms Management

## Freedom of Information Act (FOIA)/Privacy Act (PA) Accountability

### What is the FOIA?

The FOIA gives everyone the right to request Federal agency records. The DOJ will honor requests, unless the information is protected by one or more of nine specific exemptions. See your FOIA officer for details on these exemptions.

### How does the INS handle a FOIA request?

The FOIA requires the government to respond to written requests for covered information within 20 working days after the INS receives that request. INS employees must perform a complete search for the

records that have been requested in writing and provide them to the INS FOIA/PA officer as quickly as possible.

### How does this apply to electronic records?

One of the amendments to the 1966 FOIA was passed in 1996 as the Electronic FOIA (EFOIA). Under the EFOIA, agencies must provide information to requesters in the format requested if the agency has the ability to reproduce in the requested format. Agencies must make reasonable efforts to search for requested records in electronic form except when such efforts would significantly interfere with the agency's automated information systems. Agencies must have an index of selected





records disclosed through FOIA on line on the Internet or in the FOIA/PA reading room computers by December 31, 1999.

#### **What is the PA?**

The PA gives U.S. citizens and lawful permanent residents (LPRs) the right to obtain records about themselves. The PA also defines how Executive Branch agencies, like INS, gather, maintain, and distribute personal information. Information in requested records can be withheld under any one of the PA's exemptions. See your FOIA officer for details.

#### **What are the PA rules for handling records?**

Administrative, technical, and physical safeguards are required for records, and INS employees who handle records must adhere to

rules of conduct to protect information from the possibility of unwarranted disclosure or access by unauthorized persons. It is important to note that agency employees may be prosecuted for a willful violation of the statute. These violations constitute a misdemeanor for which a fine of up to \$5,000 can be imposed. Other persons may be fined if they are found guilty of obtaining information under false pretenses. A civil suit for damages may be filed against any agency that fails to comply with the Act's requirements.

#### **Can electronic copies of A-File information be shown to an applicant?**

An A-file, regardless of form, is considered a legal record, and therefore is subject to FOIA/PA. A request must be made to FOIA/PA to determine whether the information in an applicant's record can be shared.



### **Records Management Information Resources**

#### **How do I find information on records management?**

- Alien file (A-file) policies and procedures, HQREC at (202) 514-4258;
- Subject files policies and procedures HQFFM at (202) 514-3282;
- Freedom of Information Act (FOIA)/Privacy Act (PA) policies and procedures HQFFM at (212) 514-3278;
- National Archives and Records Administration (NARA) Materials and Training Offerings, NARA at (301) 713-7100 website at: <http://www.nara.gov>;
- INS Easy Research and Transmittal System (INSERTS) CD-ROM, Release 97-I, April 1997, Headquarters Office of Policy and Planning Policy Directives and Instructions Branch (HQPDI) at (202) 616-7597 or (202) 514-3291;
- Security and declassification policies and procedures, Headquarters, Office of Security (HQSEC) at (202) 616-4208; or
- Department of Justice website: <http://www.usdoj.gov>.

#### **Who in my office can help me with records questions?**

The designated records supervisor or administrative management officer at your location can

help with records questions and provide technical guidance.

#### **What INS records management reference materials are available?**

**Records Operations Handbook (ROH):** DOJ, INS, revised September 30, 1994, contains the Servicewide records guidance and procedures to be used in the records program; available on the INSERTS CD-ROM, Release 97-I, April 1997.

**Uniform Subject Filing System (USFS):** Form M-425, HQFFM, Records Policy and Analysis Branch, June 1995, describes the USFS; provides guidance and procedures for setting up and maintaining uniform, economic, and efficient files; and describes the standards for orderly records disposition with specific steps for their retirement or destruction; available by faxing Form G-514 to the INS Forms Center.

**Your Responsibilities as INS Employees Under the Freedom of Information Act & Privacy Act:** Form M-317, DOJ, INS, May 1989, discusses INS employees' responsibilities for disclosing and protecting information requested under the FOIA/PA. It also explains employees' rights as citizens entitled to use the FOIA/PA to access information and to have personal information about them protected under the PA; it is available by faxing Form G-514 to the INS Forms Center.



## INS' Radio Systems Section Technical Maintenance Facility

Just outside Washington, DC, a quick ride from Headquarters, an inconspicuous industrial park in Largo, MD, holds INS' Technical Maintenance Facility (TMF), without which thousands of Service employees couldn't do their jobs as safely or effectively.

Established in 1995, the facility is managed by the Headquarters Radio Systems Section (HQRSS), part of the Office of Information Resources Management (OIRM).

"The TMF is the [Service's] central facility for wireless communication maintenance, repair, and programming, and provides comprehensive systems design, engineering, and implementation of all new Encrypted Voice Radio Program (EVRP) systems," David Butler, chief of HQRSS, says. "INS is on the leading edge of digital wireless communications, and HQRSS plays an active role in several national standards organizations to ensure the Service's wireless communications requirements are articulated and considered in the development process."

The total HQRSS FY97 budget provides for everything from needs and requirements assessments of the Service's operational wireless and technical investigative requirements to engineering, design, development, and installation of all EVRP systems being deployed by INS throughout the United States. In addition, HQRSS supports the Service's needs with regard to consensual monitoring and technical investigative support (e.g., Title III, wiretaps, etc.).

According to Butler, the Service spends more than \$4 million each year on wireless maintenance and repair. That includes upkeep on the infrastructure to support 13,000 portable and 10,000 mobile units (the second largest system in the Federal government, behind the FBI) and a myriad of other equipment such as satellite receivers, towers, shelters, and interference management filters. The facility also staffs a phone line (1-800-769-2133) for nationwide radio service requests and coordinates repairs with local contractors to save time and money.

The resources and expertise of the facility's personnel were most intensely put to the test preparing for the 1996 Olympic Games in Atlanta. Serving as the first site for an INS digital, EVRP system, the Atlanta district office was the first Service office to be fully outfitted with the latest narrowband radio capabilities. Working with other government agencies such as the Department

of Defense and Secret Service at the games, the HQRSS staff ensured that the digital encrypted technology functioned without interfering with, or being interfered by, other agencies' systems. Besides ensuring security at the games, the result is that now any INS employee from as far away as Miami can pick up a radio and be connected directly with offices as far north as Washington, DC.

The 20-member staff of the TMF keeps INS employees in contact day and night as encrypted radios and the security they represent become more important to the Service. Not just for the Border Patrol, the hand-held radio units, Astro Saber IIs, are capable of handling more than 200 encrypted channels and Caller ID. Other INS user groups include Detention and Deportation, Investigations, Inspections, and the 33 district offices, according to Bob Wright, TMF program manager.



Robert Wright, Program Manager of INS' Technical Maintenance Facility stands in front of Encrypted Voice Radio Program (EVRP) infrastructure equipment being assembled for shipment to the New York district, San Diego district, Los Angeles district, Newark district, and San Diego sector. The facility, located in Largo, MD, just outside of Washington, DC, is part of the Headquarters Radio Systems Section.

Perhaps one TMF staff member summed up INS' reliance on digital encrypted radios best when she said: "We've asked Border Patrol agents in the field if they had to choose whether they'd rather have a gun or their radio. There was no question—they said they would rather have the radio. Because with it they could call a hundred guns."

## P e o p l e   o n   t h e   M o v e



Mark Reed



William R. Yates

### At Headquarters:

**Mark K. Reed**, INS' district director in San Diego, CA, has been temporarily detailed to Headquarters to replace Acting Executive Associate Commissioner Brian Perryman who has returned to his position as district director in Chicago. Reed has been the district director in San Diego since March 1995, before which he was the deputy district director in San Antonio, TX, and the assistant special agent in charge with EPIC in El Paso, TX. He has been with INS since 1974.

**William R. Yates** has been detailed to Headquarters as the Service's acting associate commissioner for Field Operations. He replaces Joseph Cuddihy who was at Headquarters in an acting capacity and has returned to his position as district director in Rome, Italy. Yates is currently the director of the Vermont Service Center in St. Albans, VT.

**Joseph E. Langlois** has been named as the deputy director of INS' Asylum Program within the Headquarters Office of Inter-

national Affairs. Langlois was formerly the director of the Service's asylum program in Newark, NJ. He has worked within the asylum program since the inception of the Asylum Officer Corps in 1991. He began his INS career as an asylum officer in the San Francisco Asylum Office and became a supervisory asylum officer there in 1992. In 1994 he was named the director of the Newark Asylum Office. Langlois has a long-standing career in the field of refugee resettlement.

**Bart G. Szafnicki**, formerly the assistant district director for Investigations in Atlanta, GA, has been appointed as the acting director of the Headquarters Enforcement Activities Branch within the Office of Field Operations effective August 18.

### In the Field:

**Curtis J. Aljets**, most recently the acting district director in Chicago, IL, and the associate regional commissioner, Central Region, has been selected as the district director in St. Paul, MN. With an INS career spanning more than 25 years, Aljets was the assistant regional

commissioner for Adjudications in the Northern Region from 1987 to 1991, when he was named the region's acting Operations liaison officer. He became the staff assistant for Field Operations in the Northern Region in 1992, and held that position until 1995 when he was named to his position as Central Region associate commissioner.

**Alan D. Puckett**, the deputy district director in Helena, MT, has been named acting director, following the recent retirement of Donald Whitney. A 25-year INS veteran, Puckett began his career as an Inspector at JFK International Airport in New York City. Before joining the Montana office, he was also an Examiner in Sacramento, CA, and at the Eastern Service Center (now the Vermont Service Center), was the deputy assistant regional commissioner for Examinations in the Western Region, and was the deputy district director for Examinations in Cleveland, OH. Prior to being named deputy director in Helena, he was the deputy district director for Examinations.

**Clarification:** In the September issue of the INS Communiqué, it was stated that Acting Executive Associate Commissioner for Programs Paul Virtue has been named to a new position within the agency. Virtue remains in his current position, however, pending the proposed Service reorganization.

## Communique INS

The **INS Communiqué** is published by the Headquarters Office of Public Affairs to inform employees of the Immigration and Naturalization Service about official and unofficial activities. Readers are invited to submit articles, photographs, and letters to the editor. Write to INS Public Affairs, Washington, DC 20536; or ☎ (202) 514-2648.

News updates are posted on the INS NEWSLINE at: ☎ (202) 616-1994. This newsletter and other useful information are available also on the Internet through the INS web site at <http://www.ins.usdoj.gov>.

Doris Meissner  
Commissioner

Joseph Mancias Jr.  
Director of Public Affairs

Mitch Katz  
Editor

**Cover:** Sammie Anderson, a driving instructor at INS' training facility in Glynnco, GA, uses a hand-held radio to communicate with other members of his team. While the Border Patrol may be the most public user of INS radio communications equipment, the Detention and Deportation, Inspections, and Investigations programs are also frequent users. For information on INS' Radio Systems Section, see page 23. (Photo for INS by Bill Powers)